

NATIONAL MARINE SANCTUARY PROGRAM

2006 PROGRESS REPORT

Introduction

The National Marine Sanctuary Program (NMSP) uses program performance measures (PPMs) as the yardstick to measure progress towards its strategic goals and objectives as prescribed through the National Marine Sanctuaries Act and related authorities. Currently, there are nineteen performance measures together representing many functional areas that, combined, represent the breadth of the NMSP mission and goals. Seven of these performance measures have been tracked by the Office of Management and Budget (OMB) using the Program Assessment Rating Tool (PART) since 2004, in order to gain an understanding of the efficacy and efficiency of the NMSP. The other twelve PPMs measure the performance of the NMSP in areas not represented in the PART measures; they offer a mechanism for assessing the fulfillment of other elements of our mandate in the NMSA. While the NMSP is not held accountable by OMB for the remaining twelve measures, it is important to keep track of performance on a broader scale.

This progress report will give the NMSP a means to internally assess its own progress and to provide external audiences (e.g., the budget offices of the National Ocean Service (NOS), the National Oceanic and Atmospheric Administration (NOAA), the Department of Commerce (DOC), respectively, or the OMB) with the most current and detailed NMSP performance data. The results of the progress report show how well the NMSP meets its mandates and how efficiently it uses the taxpayers money. It also assists the NMSP in internal prioritizing of activities. In addition, the progress report can be used as a messaging tool to inform various stakeholders, including Sanctuary Advisory Councils, on the efficacy of the NMSP.

This report is a companion to the NMSP Performance Evaluation Manual. The Manual describes each performance measure in detail, including definition of key words, and provides specific information on how the NMSP tracks each performance measure.

Results of the 2006 Performance Evaluation Process

Of the seven PPMs tracked by OMB, five were found to be on track to meet their final targets. In particular, the four outcome-oriented measures for the NMSP (i.e., measures that show how the efforts of the NMSP can result in real change in the environment per the NMSP's mandate) are on track. However three of these five measures may fall behind if the NMSP continues to experience reduced budgets, and hence resources available, to put toward critical protection efforts represented by these PPMs. Two measures were found to be behind the scheduled target, and at risk of not meeting the scheduled target unless more effort and/or funding is not immediately devoted to improvement of the functional areas that the PPMs represent. In particular, NOAA's ARCH database performance measure is behind, despite having recently been accepted by DOC leadership to replace an older less representative performance measure.

Of the 12 remaining PPMs, eight were found to be on track to meet their final targets. One was found to be slightly behind, but still likely to meet its final target if the NMSP continues to

dedicate an adequate amount of effort and/or funding. However, three were found to be behind and at risk of not meeting the scheduled target, with a risk of not meeting the final target unless significantly more effort and/or funding are not immediately devoted to improvement of the functional areas that the PPMs represent.

Table 1 provides a summary of the status of the 19 PPMs. Appendix 1 provides a detailed report about each of the PPMs, resulting from information collected according to the tracking plans for each PPM in the NMSP Performance Evaluation Manual.

Table 1: Current progress toward meeting the targets for the 19 program performance measures

Performance Measure	Rating	Explanation	Action
1. Number of sites in which water quality , based on long-term monitoring data, is being maintained or improved.	OT	Six sites are on track; those that are not are experiencing issues with coral bleaching, hypoxia, eutrophication, oil and sewage spills, and warming temperatures.	The NMSP should continue to prioritize resource protection activities aimed at improving water quality
2. Number of sites in which habitat , based on long-term monitoring data, is being maintained or improved.	OT	Ten sites are on track, which is higher than the 2010 target. Those that are not on track are experiencing issues with deep coral fishing impacts, siltation, and invasive species.	The NMSP should continue to prioritize resource protection activities aimed at improving habitat
3. Number of sites in which select living marine resources , based on long-term monitoring data, are being maintained or improved.	OT	Six sites are on track; those that are not are experiencing issues with invasive species, overfishing, coral bleaching, disease, and debris ingestion.	The NMSP should continue to prioritize resource protection activities aimed at improving living marine resources
4. By 2015, 100% of the sanctuary system adequately characterized .	OT	85% of the sanctuary system has been characterized, which is higher than the 80% target for FY06.	To meet the next target, the NMSP will need to address specific components of site characterization topic areas
5. By 2007, 100% of NMSP permits are handled timely and correctly.	BE	64% of permits were handled timely and correctly in 2006; which is lower than the 80% target for this year. In particular, only four sites met the 80% target, and at least five sites did not process any permit timely and correctly. More stringent methodology was used this year to calculate this percentage, which explains in part the low score obtained on this measure.	The National Permit Coordinator will work closely with site permit coordinator to improve the process at each site. The coordinator is developing an improvement plan to address the issues raised in this report.
6. By 2010, all education programs implemented in national marine sanctuaries will be assessed for effectiveness against stated program goals and objectives and National Science Education Standards.	OT	This is based on funding allocation; i.e., projects accounting for 25% of the NMSP education budget are being evaluated, which meets the target for this year. This is based on a pilot evaluation study of the BWET program.	The measure is currently on target with a pilot evaluation program of the BWET program to determine the best methodology for evaluating all education programs in the future..
7. By 2015, 100% of known historical, cultural and archaeological resources within each national marine sanctuary boundary will be inventoried within the NOAA's Arch database.	BE	The current database is about 25% completed, with much work remaining to be done on data porting and application development before data can be entered into the database by site staff.	The NMSP should prioritize the completion of the NOAA's Arch2 database so that site staff can start populating it with information on their resources. This would require 20-24 weeks of work by one staff member. Once the database is completed, site staff must populate it with the relevant information.
8. By 2015, increase by 20% public awareness of national marine sanctuaries and the sanctuary system.	OT	Public awareness has increased by 22%, which is higher than the overall target for 2015.	The benchmark should remain unchanged until one more year of data can be gathered. A national survey of public awareness is being developed.

9. By 2010, 100% of sites with marine zones in place have implemented a methodology for assessing their effectiveness.	BE	70% of sites with marine zones have implemented a monitoring program; which is lower than the 80% target for this year. Moreover, only 64% of the sites with zones designated directly by the NMSP are monitoring those zones. Lack of funding has prevented additional monitoring programs to be implemented.	More funds should be allocated to monitoring the effectiveness of marine zones. Emphasis will be put on each marine zone rather than on each site, since different sites have a different number and type of zones of different size. A new measure is replacing this measure to reflect that shift in emphasis from site to zone. The condition reports will be used as a mean of prioritizing needs.
10. By 2010, all sites have implemented a cooperative enforcement program and are able to demonstrate results based on stated goals and objectives.	OT	11 sites have implemented an enforcement program, which is higher than the target of nine sites for this year.	A number of improvements can be made; namely, strengthening the JEAs with state and agreements with the National Park Service.
11. By 2010, increase by 25% the number of volunteer hours dedicated to NMSP science, public awareness and resource protection activities.	OT	110,000 volunteer-hours were donated this year, which was considered the baseline against the 2010 target of 137,500.	The NMSP should be able to meet the 2007 target, unless budget cuts affect the level of commitment to volunteer efforts.
12. By 2007, the NMSP is assessing the effectiveness of all significant partnerships across the sanctuary system.	BE	The NMSP manages up to 400 partnerships of different types per year. Because of the varying degrees of complexity between these partnerships, the NMSP has not yet started assessing their effectiveness. However a plan is currently being developed for that purpose.	The NMSP should prioritize the completion and implementation of the partnership assessing plan in order to start making progress on this measure. Three partnerships will be evaluated in 2007 as a pilot project. The target end date will be extended to 2008.
13. Complete final management plans for all sites currently in management plan review by 2008.	BE	All management plan reviews (MPRs) in progress since 2004 should be completed by 2008. Six of the seven MPRs started in 2004 or earlier are still in progress; four of which involve significant regulatory changes. Five of the MPRs are in the process of analyzing comments and writing the final document. One has not released a draft management plan yet.	A significant amount of effort must remain dedicated to this process at the site level and at the HQ level once the document enters clearance.
14. By 2010, decrease the average length of time to complete a draft revised management plan to 36 months.	OT	The new management plan reviews are on track for being completed in 36 to 48 months, which is on track with the targets for this measure.	A significant amount of effort, both at the site and headquarters level, must remain dedicated to this process.
15. By 2010, sanctuary advisory councils will provide significant input on 150 priority projects across the NMSP	OT	Advisory councils have already provided significant input on 67 projects this year, which is considered the baseline for this measure.	The NMSP may reach the 2010 target sooner; however, this is the baseline year so another year of data is required before a trend can be assessed.
16. By 2015, all infrastructure needs are funded to adequately support safe and effective operations .	OV	30% of infrastructure needs are funded, which is on track but 50% of needs must be funded by 2007. Small boats and requested ship time are on track to being funded; however, exhibits are not fully funded and no aircraft hours were dedicated to the NMSP.	The NMSP should prioritize available funding for facilities and exhibits, as well as continue to focus on small boats and ship time.

17. By 2010, five new collaborative projects with either new or existing international partnerships will be initiated and demonstrating protection of the marine environment.	OT	One project was completed this year; which is on track with the target. The project involved the installation of mooring buoys in the Galapagos National Park and Marine Reserve.	Lack of funding for international activities in FY07 will undermine the ability of the NMSP to meet this measure.
18. By 2006, all national marine sanctuaries (excluding Monitor NMS) will be trained in the use of SHIELDS and its components (e.g., RUST).	BE	Eight sites have been trained in the use of SHIELDS, which is below the target of all sites being trained by 2006. Training was going to occur at the Maritime Heritage Coordinators meeting in January 2007; however, this was canceled due to the continuing resolution.	The completion date for this measure is being moved to 2008. The NMSP will have to dedicate funding to SHIELDS training for the remaining six sites, whether in person or via teleconferencing.
19. By 2010, 100% of sanctuaries will have an ocean observing system component within their site monitoring program.	OT	13 sites already have an ocean observing component, which exceeds the 2010 target of 12 sites. Six of those 13 sites fund the ocean observing system component directly, while seven have an ocean observing system funded by other entities. Three quarters of the sites have ocean observing system components that are directly linked to the Integrated Ocean Observing System (IOOS).	Ocean observing systems are important components of monitoring sanctuaries. This measure does not highlight the performance of the NMSP anymore, so the NMSP should design another measure to capture increasing ocean observance capacity in sanctuaries.

Legend: OT means that the measure is on track; BE means that the measure is not on track; OV means that the measure is on track but verging on lagging.

Note: The PART measures are highlighted in white, the other program PMs are highlighted in grey.

FY07 Implications and Beyond

The NMSP's performance, as measured by the seven PPMs included in the PART, plays a role in the annual allocation of funding. Because of their importance in the budget development of the NMSP, the PART measures should take priority when it comes to internal budget decisions and prioritizing of management actions. In its 2006 report, the National Academy of Public Administration (NAPA) recognized that the "future of the sanctuary program depends on its ability to convince Congress, the OMB, and the leadership of NOAA that it deserves stable funding – or perhaps even a growing share of federal spending on marine issues."¹

While the NMSP strives to meet the annual and long-term targets for all its performance measures, there are instances when targets will not be achieved. The reasons for both the successes and the failures of the NMSP with regards to PPMs are discussed in detail in the individual PPM reports in Appendix I, in order to inform and guide the budget planning process of the upcoming years. If the NMSP is to fulfill the targets of the performance measures in times of financial uncertainty and hardship, it should prioritize projects that result in a high likelihood of meeting PPMs. To date, this process has not systematically been taking place during budget planning efforts because of the lack of detailed information on PPM progress. By providing information on each PPM, this progress report provides NMSP leadership with an additional tool to make decisions in AOP planning and future budget allocations.

Recommendations for FY07

Based on the results of this progress report, the NMSP will be amending the PPMs for FY07 (see Table 2 for more details on PPM changes):

- Modify and/or replace the following PPMs: marine zones, partnerships, SHIELDS, and ocean observing system. These modifications extend the target deadline for the measure or better capture the NMSP efforts in the functional area highlighted by the measure.
- Create new efficiency performance measures in preparation for the next PART. Per OMB recommendation, these measures should be explicitly linked to "cost efficiency", which means that the NMSP must demonstrate a savings "per unit" of some kind. Current measures under consideration include the cost of a day at sea, as well as leveraging outreach opportunities by having the NMSP included in more media stories. The NMSP should develop a tracking plan for these measures, with the involvement of staff from the function areas highlighted by these measures. The baseline for both of these new measures will be collected in 2007.

¹ National Academy of Public Administration. Ready to Perform? Planning and Management at the National Marine Sanctuary Program. October 2006. Page 7.

- Create a new performance measure for indigenous communities and their involvement in the NMSP. The NMSP should develop a tracking plan for this measure, with the involvement of staff from the areas mentioned above.

In addition, in order to meet future targets of the PART measures currently lagging, the NMSP will:

- Complete NOAA's Arch2 database and start populating it in order to make progress toward one of the two PART measure that are behind schedule.
- Make progress on the permitting PART measure, by identifying the areas of concern at each site that did not meet the required percentage of handling permits timely and correctly and allocating more staff time to improve permit handling at the site level, in particular for MBNMS authorizations. In addition, the NMSP should make a decision on how to account for Papahānaumokuākea MNM permits.

Table 2: Plan of action for upcoming years, including new and improved PPMs.

Existing Measures	Change Request	FY07 Measures
1. Number of sites in which water quality , based on long-term monitoring data, is being maintained or improved.	Continue	1. Number of sites in which water quality , based on long-term monitoring data, is being maintained or improved.
2. Number of sites in which habitat , based on long-term monitoring data, is being maintained or improved.	Continue	2. Number of sites in which habitat , based on long-term monitoring data, is being maintained or improved.
3. Number of sites in which select living marine resources (LMRs) , based on long-term monitoring data, are being maintained or improved.	Continue	3. Number of sites in which select living marine resources (LMRs) , based on long-term monitoring data, are being maintained or improved.
4. By 2015, 100% of the sanctuary system adequately characterized .	Continue	4. By 2015, 100% of the sanctuary system adequately characterized .
5. By 2007, 100% of NMSP permits are handled timely and correctly.	Continue	5. By 2007, 100% of NMSP permits are handled timely and correctly.
6. By 2010, all education programs implemented in national marine sanctuaries will be assessed for effectiveness against stated program goals and objectives and National Science Education Standards.	Continue	6. By 2010, all education programs implemented in national marine sanctuaries will be assessed for effectiveness against stated program goals and objectives and National Science Education Standards.
7. By 2015, 100% of known historical, cultural and archaeological resources within each national marine sanctuary boundary will be inventoried within the NOAA's ARCH database.	Continue	7. By 2015, 100% of known historical, cultural and archaeological resources within each national marine sanctuary boundary will be inventoried within the NOAA's ARCH database.
8. By 2015, increase by 20% public awareness of national marine sanctuaries and the sanctuary system.	Continue	8. By 2015, increase by 20% public awareness of national marine sanctuaries and the sanctuary system.
9. By 2010, 100% of sites with marine zones in place have implemented a methodology for assessing their effectiveness.	Replace	9. <u>By 2017, 100% of the marine zones or networks in place will be adequately monitored</u>
10. By 2010, all sites have implemented a cooperative enforcement program and are able to demonstrate results based on stated goals and objectives.	Continue	10. By 2010, all sites have implemented a cooperative enforcement program and are able to demonstrate results based on stated goals and objectives.
11. By 2010, increase by 25% the number of volunteer hours dedicated to NMSP science, public awareness and resource protection activities.	Continue	11. By 2010, increase by 25% the number of volunteer hours dedicated to NMSP science, public awareness and resource protection activities.
12. By 2007, the NMSP is assessing the effectiveness of all significant partnerships across the sanctuary system.	Modify	12. By <u>2008</u> , the NMSP is assessing the effectiveness of all significant partnerships across the sanctuary system.
13. Complete final management plans for all sites currently in management plan review by 2008.	Continue	13. Complete final management plans for all sites currently in management plan review by 2008.
14. By 2010, decrease the average length of time to complete a draft revised management plan to 36 months.	Continue	14. By 2010, decrease the average length of time to complete a draft revised management plan to 36 months.
15. By 2010, Sanctuary Advisory Councils will provide significant input on 150 priority projects across the NMSP	Continue	15. By 2010, Sanctuary Advisory Councils will provide significant input on 150 priority projects across the NMSP

16. By 2015, all infrastructure needs are funded to adequately support safe and effective operations .	Continue	16. By 2015, all infrastructure needs are funded to adequately support safe and effective operations .
17. By 2010, five new collaborative projects with either new or existing international partnerships will be initiated and demonstrating protection of the marine environment.	Continue	17. By 2010, five new collaborative projects with either new or existing international partnerships will be initiated and demonstrating protection of the marine environment.
18. By 2006, all national marine sanctuaries (excluding Monitor NMS) will be trained in the use of SHIELDS and its components (e.g., RUST).	Modify	18. By 2008 , all national marine sanctuaries (excluding Monitor NMS) will be trained in the use of SHIELDS and its components (e.g., RUST).
19. By 2010, 100% of sanctuaries will have an ocean observing system component within their site monitoring program.	Replace	19. By 2017, all sanctuaries will have monitoring programs with an observing system component that adequately track the status and trends of sanctuary resource conditions.
	Add	20. By 2012, the NMSP will increase by 30% the amount of advertising dollars leveraged by each dollar spent by the NMSP outreach budget on media relations.
	Add	21. By 2011, operational Days at Sea (DAS) will increase by a factor of at least 600% while the average annual daily cost of a DAS will remain within 10% of the 2006 baseline.
	Add	22. By 2017, the NMSP will have completed five significant projects that integrate indigenous (native) communities, perspectives, and traditional knowledge into management and resource protection efforts

Note: The PART measures are highlighted in white, the other program PMs are highlighted in grey.

APPENDIX 1

Progress Report by Performance Measure

Note: Appendix 1 provides a detailed report about each of the PPMs, resulting from information collected according to the tracking plans for each PPM in the NMSP Performance Evaluation Manual. For more information on how these data were collected, please refer to the NMSP Performance Evaluation Manual.

1. Number of sites in which water quality, based on long-term monitoring data, is being maintained or improved

FY06 Target: Between 6 sites (2005) and 9 sites (2010)

Overall Target: 12 sites by 2015

Current Status: 6 sites; on track

Background:

Water quality was shown to have been maintained or improved in the following sites: Stellwagen Bank (SBNMS), Gray's Reef (GRNMS), Florida Keys (FKNMS), Cordell Bank (CBNMS), Channel Islands (CINMS), and Hawaiian Islands Humpback Whale (HIHWNMS) National Marine Sanctuaries. Water quality was not maintained in the following sites: Flower Garden Banks (FGBNMS), Olympic Coast (OCNMS), Gulf of the Farallones (GFNMS) (although the offshore water quality in GFNMS met the requirements), Monterey Bay (MBNMS) (although the Big Sur area did show improvement), Fagatele Bay (FBNMS) National Marine Sanctuaries and the Northwestern Hawaiian Islands Marine National Monument (NWHIMNM). The indicators showing a declining trend in water quality are shown in the table below. Water quality in Thunder Bay (TBNMS) and Monitor (MNMS) National Marine Sanctuaries is not currently measured because they lack a water quality monitoring program.. The information used for reporting on this measure was collected following the protocol outlined in the tracking plan.

Site	Indicator	WQ Maintained or Improved?
CBNMS	No indication of change	Yes
CINMS	No indication of change	Yes
FBNMS	Water temperature increasing	No
FGBNMS	Freshwater, bleaching	No
FKNMS	No indication of change	Yes
GFNMS	Estuarine silt and eutrophication	No
GRNMS	No indication of change	Yes
HIHWNMS	No indication of change	Yes
MNMS	n/a	n/a
MBNMS	Sewage spills in Northern Management Area	No
NWHIMNM	Water temperature increasing	No
OCNMS	Hypoxia	No

Site	Indicator	WQ Maintained or Improved?
SBNMS	No indication of change	Yes
TBNMS	n/a	n/a

Discussion:

2005 target levels for water quality have been met. Currently, the performance measure is on track with targets for 2010 and 2015; with continued effort the NMSP may be able to continue meeting the targets, but it is likely that external factors will make this difficult for some sites. Water temperature changes, for example, may continue to cause bleaching at coral reef sites, and water quality improvements may require action on a scale beyond both the NMSP's funding and jurisdiction.

Disposition: *Continue*

This measure is one of the outcome-based performance measures for the program, as well as being one of our seven PART measures. Hence, while the NMSP may experience difficulties in keeping up with this measure, generally due to external factors over which we have little control, it is an essential part of the mission of the NMSP. Therefore, this measure should be maintained as is.

2. Number of sites in which habitat, based on long-term monitoring data, is being maintained or improved

FY06 Target: Between 6 sites (2005) and 9 sites (2010)

Overall Target: 12 sites by 2015

Current Status: 10 sites; ahead of schedule

Background:

Habitat was shown to have been maintained or improved in the following sites: SBNMS, GRNMS, FKNMS, FGBNMS, CBNMS, CINMS, HIHWNMS, FBNMS, NWHIMNM, and MBNMS. Habitat quality at the following sites has not been maintained or improved: OCNMS and GFNMS (although the offshore habitat met the requirements). TBNMS and MNMS are not included in this performance measure. The information used for reporting on this measure was collected following the protocol outlined in the tracking plan.

Site	Indicator	Habitat Maintained or Improved?
CBNMS	No indication of change	Yes
CINMS	Trawling ban is protecting habitat	Yes
FBNMS	No indication of change	Yes
FGBNMS	No indication of change	Yes
FKNMS	Seagrass, corals monitoring	Yes
GFNMS	Siltation, Invasive Species	No
GRNMS	No indication of change	Yes
HIHWNMS	No indication of change	Yes
MNMS	n/a	n/a
MBNMS	No indication of change	Yes
NWHIMNM	Marine debris removal	Yes
OCNMS	Deep coral fishing impact	No
SBNMS	No indication of change	Yes
TBNMS	n/a	n/a

Discussion:

Focused efforts in the NMS system have resulted in a fast attainment of the current target; in fact the current status has already met the 2010 target in 2006.

Disposition: *Continue*

This measure is one of the outcome-based performance measures for the program, and it sends a strong message about conservation efforts in the NMS system. The NMSP will still find that reaching the 2015 target is a challenge.

3. Number of sites in which living marine resources (LMRs), based on long-term monitoring data, is being maintained or improved

FY06 Target: Between 6 sites (2005) and 9 sites (2010)

Overall Target: 12 sites by 2015

Current Status: 6 sites; on track

Background:

Living marine resources were reported to have been maintained or improved in the following sites: MNMS, FKNMS, OCNMS, CBNMS, MBNMS, and HIHWNMS. The following sites did not report maintained or improved living resource quality: GFNMS (invasive species, overfishing), FBNMS (diseases), TBNMS (invasive species), SBNMS (invasive species), GRNMS (invasive species, sponge contamination), FGBNMS (overfishing, coral bleaching, disease), CINMS (key species decline), and NWHIMNM (coral bleaching, disease, debris ingestion). The information used for reporting on this measure was collected following the protocol outlined in the tracking plan.

Site	Indicator	LMRs Maintained or Improved?
CBNMS		Yes
CINMS	Key species declining	No
FBNMS	Diseases occurring	No
FGBNMS	Fished species, Bleaching, Disease	No
FKNMS	Fish, Spiny lobster maintained	Yes
GFNMS	Overfishing, Invasive Species	No
GRNMS	Invasive species, sponge contamination	No
HIHWNMS	No indication of change	Yes
MNMS	No indication of change	Yes
MBNMS	Trawl closures protecting LMRs	Yes
NWHIMNM	Bleaching, Disease, Hypnea, Debris ingestion	No
OCNMS	No indication of change	Yes
SBNMS	Invasive species	No
TBNMS	Invasive species	No

Discussion:

2005 target levels for living marine resources have been met. Currently, the performance measure is on track with targets for 2010 and 2015; with continued effort the NMSP may be able to continue meeting the targets, but it is likely that external factors will make this difficult for some sites. External factors include the introduction of non-indigenous species, increasing levels of coral bleaching caused by changing regional temperature regimes, and overfishing. A sustained effort will be required if the NMSP is to achieve the final 2015 target, including reaching out to partners who have control over some of the factors driving the issues.

Disposition: *Continue*

This measure is one of the outcome-based performance measures for the program, as well as being one of our seven PART measures. Hence, while the NMSP may experience difficulties in keeping up with this measure, generally due to external factors over which we have little control, it is an essential part of the mission of the NMSP. Therefore, this measure should be maintained as is.

4. By 2015, 100% of the sanctuary system adequately characterized

FY06 Target: 80%

Overall Target: 100% by 2015

Current Status: 85%; ahead of schedule

Background:

All sites have made significant progress towards meeting this measure. Several sites have completed their requirements under this measure, as described in the tracking plan. However, most have several topic areas that will require attention before the next target deadline. The information used for reporting on this measure was collected following the protocol outlined in the tracking plan.

Discussion:

Successful completion of this measure requires sites to develop and coordinate information on seven major topic areas relating to the natural, cultural and human dimension resources and processes of each sanctuary. The NMSP successfully met the FY06 target of 80% outlined by this performance measure. In fact the NMSP exceeded the target by approximately 5%. All sites invest in characterization related activities on an annual basis and in most cases, sites have significant data holdings in each of the relevant topic areas defined in this measure. A major contributor to the success of NMSP progress on this measure stems from the biogeographic assessments completed by the Biogeography Team of NCCOS for six sanctuaries. To meet the next outlined target the NMSP will need to address specific components of site characterization topic areas.

Disposition: *Continue*

This performance measure is crucial to the NMSP because it is linked to a NOAA-wide Government Performance and Results Act (GPRA) measure as well as included in our PART. This performance measure is designed to ensure the NMSP meets the congressional requirement to adequately characterize the entire National Marine Sanctuary System. To date the NMSP is on target and the measure is proving to be an effective planning and management tool to keep NMSP investments in characterization activities on track and focused to addressing key program requirements.

5. By 2007, 100% of NMSP permits are handled timely and correctly

FY06 Target: 80%

Overall Target: 100% by 2007

Current Status: 64%; late

Background:

The following sites handled permits timely and correctly at least 80% of the time, which is the target for FY06: CBNMS, CINMS, FKNMS (baitfish and general permits only), GFNMS, MBNMS (general permits), and OCNMS. The remainder of the sites experienced difficulties in handling at least 80% of the permits adequately. The information used for reporting on this measure was collected following the protocol outlined in the tracking plan.

Discussion:

The primary reason for not meeting the FY06 target is that a new (and much more stringent) methodology was approved by the permit coordinators early in 2006 to get more accurate measurements. Under the revised system, less than 5% of permits in 2005 would have met the measure. From that perspective, this is an exceptional improvement in the course of one year.

There are a few secondary concerns as well, including:

- The methodology currently cannot account for extremely complex permit cases, which might "pass" by any reasonable standard but fail by the strict standard of measurement. Our current methodology and guidelines do not have a way to account for highly complex, multi-year projects such as underwater cable laying or the sinking of a large ship to create an artificial reef, for example.
- For some types of permits, the program needs to develop better processes to ensure they get out the door faster and more accurately. This assessment highlighted those cases very well, which will make it easy to focus on fixing them.
- There is some question about including NWHIMNM permits in this measure.
- In FKNMS, submerged cultural resource (SCR) permits require review and approval by the State of Florida Bureau of Archaeological Resources prior to issuance, which may impacts timeliness.

The following actions should take place in order to meet the 2007 target:

- Work with sites to discuss individual results and needed improvements, if any. This measure is basically a three-part test for each permit. Many that failed actually passed one or more parts, so some permits were much closer to meeting the measure than the results indicate.
- Get clarification on how to account for NWHI permits and other actions.
- Improve our processes on handling certain permit cases that are consistently problematic, in particular MBNMS authorizations, and FKNMS SCR permits.
- Discuss with site staff the current standards for how long it should take to issue permits and evaluate possible changes.

Disposition: *Continue*

The measure should be kept unchanged until the final target year of 2007. If we decide to change any of our standards, the methodology may have to be adjusted to ensure we continue to measure the correct parameters. Once the program consistently scores at or near 100% for this measure, some additional measurement that speaks specifically to process improvement could be added, such as decreasing the average time it takes to issue a permit by a specific amount.

6. By 2010, all education programs implemented in national marine sanctuaries will be assessed for effectiveness against stated program goals and objectives and National Science Education Standards

FY06 Target: 25%

Overall Target: 100% by 2010

Current Status: 25%; on track

Discussion:

The online evaluation resource library scheduled for February 2007 has been completed. It is available on the NMSP education website under the BWET link. The effectiveness of the BWET program is currently being evaluated with a pilot study. Once the methodology for assessing the effectiveness of education programs is perfected using the results of the BWET pilot study, it will be used to evaluate all the other education programs. Additionally, the analysis of results from testing and implementation of ocean literacy evaluation questions has been started, which is on track (due Spring 2007). If the NMSP does not receive funds to continue the BWET program, currently planned under an earmark, progress will be delayed by at least a year because the pilot study will not be completed. Moreover, this will likely prevent the NMSP from achieving the 2010 goal of having all of education programs evaluated. The information used for reporting on this measure was collected following the protocol outlined in the tracking plan.

Disposition: *Continue*

The NMSP is expecting to make major progress in evaluation (pilot testing and analysis) through the California BWET program. As long as this stays on track, the measure should be kept the same in anticipation of a 2010 completion. At that time, the NMSP will have an elaborate evaluation scheme in place to replace this measure with a more outcome-based, ocean literacy-oriented measure.

7. By 2015, 100% of known historical, cultural and archaeological resources within each national marine sanctuary boundary will be inventoried within the NOAA's ARCH database

FY06 Target: 10%

Overall Target: 100% by 2015

Current Status: 0%; late

Discussion:

This performance measure is not on track because the continuing budgetary shortfalls have prevented the NMSP/MHP from the completion of the NOAA's Arch2 Archaeological Site Database. The earlier edition database is no longer supported by the present technology and the new edition has not been completed. NOAA's Arch2 is approximately 25% complete. This includes the (completed) data model and the initial data input/edit user interface mock-ups. Data still needs to be ported to the new data model from the old schema, and further application development remain outstanding.

Without an operational database, it is impossible to fulfill this performance measure. NOAA's Arch2 is currently being completed piecemeal as opportunities present themselves with low, or no, cost steps such as through opportunities such as the rotational assignments. With one developer working on this database full-time, completion would require 2-4 weeks of data porting and 16-20 weeks of application development, for a total of 18-24 weeks. In order to meet this measure, the NMSP would have to prioritize the completion of the NOAA's Arch2 database so that staff can start populating the inventory.

Disposition: *Continue*

Emphasis must be given to completing NOAA's Arch2 database. Once it is established, it should not take too much staff time to populate it, resulting in achieving the targets for this PPM. Design of the database will facilitate rapid input by each site by ensuring current site database formats will be compatible with NOAA's Arch2.

8. By 2015, increase by 20% public awareness of national marine sanctuaries and the sanctuary system

FY06 Target: 2%

Overall Target: 20% by 2015

Current Status: 22%; ahead of schedule

Background:

The NMSP already met the 20% increase for web page visits and media impressions. Visitation is close behind with a 17% increase in one year.

Discussion:

The large one-year increase can be attributed to the significant investment the NMSP has made in internet and media efforts the last few years and the opening of several new visitor centers in 2006. The increases for web page visits and media impressions will likely increase over the next several years but at a lower rate. Visitation to sanctuary visitor centers should continue to increase as new centers open and marketing of other centers improves. Overall awareness of sanctuaries still needs to be evaluated based on a public opinion poll that will be conducted in 2007. This output measure will serve as a broad benchmark for awareness of sanctuaries throughout the country. The information used for reporting on this measure was collected following the protocol outlined in the tracking plan.

Disposition: *Continue*

Even though the final 2015 target has already been met, the benchmark should remain unchanged until one more year of data can be obtained to confirm the current trend. In addition, we still do not have a national survey of public awareness that will serve as a baseline to help plan future benchmarks (first data will be in 2007). It is also unlikely that this increase will continue at this rate if the outreach budget remains flat or decreases.

9. By 2010, 100% of sites with marine zones in place have implemented a methodology for assessing their effectiveness

FY06 Target: 80%

Overall Target: 100% by 2010

Current Status: 70%; late

Background:

There are currently ten sites with marine zones of some type. FKNMS, FGBNMS, OCNMS, GFNMS, CINMS, MBNMS and NWHIMNM have implemented activities for assessing the effectiveness of at least one of their marine zone types. SBNMS, CBNMS, and FBNMS, which also have marine zones, have not yet implemented monitoring activities. TBNMS, MNMS, GRNMS and HIHWNMS do not have marine zones and are not included in this measure. Three of the five sites with marine zones designated directly by the NMSP (FKNMS, GFNMS, and MBNMS) are assessing the effectiveness of at least one of their zone types. The remaining two sites (CBNMS, FBNMS) do not have a plan in place to assess the effectiveness of their zone types. The information used for reporting on this measure was collected following the protocol outlined in the tracking plan.

Site	Zone	Zone Monitored?
CBNMS	<50 fathom invertebrate no-take zone	No
CINMS	Shallow state MPAs	Yes
FBNMS	Fishing Zones	No
FGBNMS	Zones of no activity	Yes
FKNMS	SPAs, TER, etc	Yes
GFNMS	Overflight restriction	Yes
GRNMS	n/a	n/a
HIHWNMS	n/a	n/a
MNMS	n/a	n/a
MBNMS	Overflight, PWC, Dredge disposal	Yes
NWHIMNM	SPAs	Yes
OCNMS	ATBA	Yes
SBNMS	GoM Closed Area	No
TBNMS	n/a	n/a

Discussion:

Monitoring program planning has been underway for several years in the NMSP. Funding shortfalls and lack of success in moving proposals through the PPBES process has limited the ability to implement monitoring for zones or other sanctuary areas. This performance measure does not capture sites with multiple marine zones; if a site has more than one marine zone but only one of them is being monitored, they still contribute to this measure. This contradicts the essence of the measure, which is to assess how well

the NMSP is monitoring marine zones. With both versions, funding remains a priority need to implement new and existing monitoring plans. More effort needs to be dedicated to this function of the NMSP.

Disposition: *Replace*

The essence of the measure would be more reflected by rewording it to “By 2017, 100% of the marine zones or networks in place will be adequately monitored”. This may lower the percentage initially, but it would result in a more meaningful reporting of the NMSP’s efforts to monitor marine zones.

10. By 2010, all sites have implemented a cooperative enforcement program and are able to demonstrate results based on stated goals and objectives

FY06 Target: 9 sites

Overall Target: 14 sites by 2010

Current Status: 11 sites; ahead of schedule

Background:

Eleven sanctuaries have cooperative enforcement programs through several varied mechanisms. For example:

- FKNMS has a direct agreement with the State of Florida, and provides funds for administrative support from NOAA Office for Law Enforcement (OLE);
- MBNMS has a direct agreement with NOAA OLE for a dedicated enforcement officer in the sanctuary;
- GRNMS has cooperative enforcement support through the NOAA Joint Enforcement Agreement (JEA) with Georgia Department of Natural Resources; and
- FBNMS receives direct enforcement patrols from NOAA OLE.

Seven other sanctuaries, although they do not provide any direct funding support, are in states with existing JEAs, all of which are being updated by OLE to incorporate additional language on sanctuary enforcement. In addition, the newly-designated NWHIMNM is working cooperatively with OLE in development of its enforcement plan. The information used for reporting on this measure was collected following the protocol outlined in the tracking plan.

Discussion:

While the target was exceeded, a number of improvements can be made in the short-term. Strengthening the JEAs for states with sanctuaries in their state waters or adjoining federal waters, and implementing the enforcement aspects of the agreement with the National Park Service will enhance enforcement efforts. Also, continued improved coordination and communication between NMSP, OLE, and NOAA General Counsel will yield benefits at the program-wide level in terms of focus and enforcement consistency.

Disposition: *Continue*

This performance measure should be continued until the target level is achieved or the results of the 10-year Enforcement Requirements Document lead to development of a new PPM.

11. By 2010, increase by 25% the number of volunteer hours dedicated to NMSP science, public awareness and resource protection activities

FY06 Target: Baseline

Overall Target: 137,500 cumulative volunteer hours by 2010

Current Status: 110,000 volunteer hours (baseline); on track

Discussion:

This measure is on track but highly dependent on increased funding to the program. Flat or minor budget increases over next few years will necessitate reexamining the 25% goal in 2010. The information used for reporting on this measure was collected following the protocol outlined in the tracking plan.

Disposition: *Continue*

The NMSP should be able to meet the 2007 projected increase from the 2006 baseline. However, it is unclear at this point on how the FY07 budget will impact the overall number of hours in the volunteer program. If resources are not dedicated to activities relating to volunteering, the NMSP may fall behind its intended targets for the following years.

12. By 2007, the NMSP is assessing the effectiveness of all significant partnerships across the sanctuary system

FY06 Target: None; earliest target is for 2007

Overall Target: All partnerships evaluated by 2007

Current Status: Late

Discussion:

The NMSP has been delayed in taking the actions necessary to fulfill the goals of this measure. The NMSP will develop a plan, including definitions for the key words in the measure (i.e., effectiveness, significant, partnership), and evaluate three partnerships by September 2007. However it is unlikely that all significant partnerships will be evaluated by the end of 2007, unless considerable new effort can be undertaken prior to the target end date.

Disposition: *Modify*

There is considerable effort planned to start tracking this performance measure; however, the final target date of 2007 will likely not be met. It is reasonable to extend the final target date to 2008 in order to allow room to implement the necessary tracking steps.

13. Complete final management plans for all sites currently in management plan review by 2008

FY06 Target: Between 5 management plans (2005) and 2 management plans (2007) still in progress

Overall Target: All management plans in progress since 2004 completed by 2008

Current Status: 6 management plans still in progress; late

Background:

CINMS, MBNMS, GFNMS, CBNMS, SBNMS, and FKNMS are still undergoing management plan review. GRNMS completed its management plan review in October 2006 with the publication of a final rule accompanying the new management plan released in July 2006.

Discussion:

The four California sanctuaries continue on schedule to publish their final management plans in late 2007. FKNMS was recently delayed for at least several months due to concerns from the State of Florida. The SBNMS draft management plan should be released for public comment in spring 2007.

Disposition: *Continue*

While the current status may lag slightly behind the targets, all but one of the draft management plans have been published and the public comment periods have closed. It remains possible that the final management plans will be completed by 2008, if a significant amount of effort remains dedicated to this process.

14. By 2010, decrease the average length of time to complete a final management plan to 36 months

FY06 Target: Average length of time for MPR completion between 48 months (2005) and 36 months (2010)

Overall Target: 36 months by 2010

Current Status: On track

Background:

TBNMS and FGBNMS were started in 2006, and are on track. FBNMS and OCNMS will start in 2007. HIIHW's process to consider additional resources will start in 2008.

Discussion:

Following the MPR retreat in Beaufort in October 2005, the NMSP focused on better pre-planning for the upcoming MPRs. The beginning of some MPRs was delayed to ensure that adequate staff time, both at the site and headquarters levels, would be available in order to complete the MPR within the allotted time in this performance measure. It is crucial that the NMSP continues to invest a significant amount of effort in MPR to ensure completion of this measure for the site currently undergoing MPR and those that will follow in the future.

Disposition: *Continue*

The NMSP is still capable of completing the final management plans for these sites within the targeted timeframe. The completion of an MPR process requires significant staff time on both the site and the headquarters levels; therefore, prioritization for completing these reviews requires continued support from site and headquarters as necessary to meet this measure.

15. By 2010, sanctuary advisory councils will provide significant input on 150 priority projects across the NMSP

FY06 Target: Baseline

Overall Target: Input on 150 cumulative priority projects by 2010

Current Status: 67 (baseline); on track

Discussion:

The NMSP received input from the sanctuary advisory councils on a large number of projects in 2006. The high number for 2006 shows the commitment of the NMSP to incorporate local knowledge of both the sanctuary resources and the community into sanctuary management. As expected, there was some disparity between the numbers of projects on which the advisory council provided input to the different sites of the NMS system. This is due to a number of factors including the greater time commitment of an advisory council during management plan review, the size of the site, the size of the council, and the number of issues and/or the complexity of the issues the site and the council face. The information used for reporting on this measure was collected following the protocol outlined in the tracking plan.

Disposition: *Continue*

The baseline collected in 2006 accounts for almost half of the final target for 2010. This indicates that the final target may need to be increased in order for the measure to stay challenging for the NMSP. However, 2006 is the baseline so there is no way to determine a pattern for how the advisory councils' input varies from year to year. The current targets will be kept until next year; if the number of inputs is still high at that point, it may require an adjustment of the final target.

16. By 2015, all infrastructure needs are funded to adequately support safe and effective operations

FY06 Target: Between baseline in 2005 and 50% needs funded by 2007

Overall Target: 100% needs funded by 2015

Current Status: 30%; on track but verging on lagging

Background:

Small boats – During FY06, the construction and dedication of three new “Shearwater” class boats was completed (from FY04 appropriation earmarks): *P/V Peter Gladding*, *R/V Auk*, and *R/V Fulmar*. Then NMSP is planning for the construction of five new vessels, and the upgrade of the small boat maintenance tracking system.

Facilities and Exhibits – During FY06,

- Architecture & engineering conceptual design and an environmental assessment for the CINMS/UCSB Ocean Science Education Building progressed;
- the administrative office building and maintenance facility for the Dr. Nancy Foster Florida Keys Environmental Complex became fully functional;
- the construction of a HIIWNMS multipurpose facility in Kihei, Maui neared completion;
- A&E conceptual design and environmental assessment for a MBNMS visitor center in Santa Cruz, CA continued;
- MBNMS completed the renovation of space at the NMFS Santa Cruz laboratory to provide three new offices;
- MBNMS constructed a floating dock for the *Fulmar*;
- a long-range facility plan for the GFNMS, with a focus on the Crissy Field complex, was completed;
- a contract was awarded to complete 35% design for the renovation of the GFNMS office space, known as the Life Saving Station;
- the FGBNMS relocated to new office space at the NMFS “Fort Crockett Campus” in Galveston, TX;
- the design, fabrication and installation of 41 interpretive signs along the California coast (the first phase of the California Signage Plan) was completed; and
- a SBNMS exhibit was unveiled at the Gloucester Maritime Heritage Center in Gloucester, MA.

Aircrafts - No hours were dedicated for the program.

Chartered or NOAA Ships - In FY2006, 329 days at sea were allocated for the NMSP.

Discussion:

Small boats –The ten-year Small Boat Requirements plan calls for 26 new vessels. Three were delivered in FY06, and five more were funded. Thus we are ahead of schedule in meeting the 10-year plan, due to Congressional interest in funding specific small boat needs. Briefings on the progress made in the 10-year Small Boat Requirements plan

should be continued. While the Program is ahead of schedule in the delivery of new small boats due to PAC funding and/or earmarks, base funding to safely and efficiently operate and maintain these vessels remains a challenge and may impact this PPM in future years.

Facilities and Exhibits – Currently, the NMSP has approximately 40 highly ranked facility and exhibit project proposals, which would cost approximately \$21M to complete (in FY06 dollars).

Aircrafts - The Airborne Platform Requirements Document (FY2006-2015) projected a requirement of 2500 flight hours. No funding was provided to implement the plan and therefore no hours were dedicated for the program.

Chartered or NOAA Ships - In FY06, 329 days at sea were allocated for the NMSP. Of the three primary platforms, the *Hi'ialakai*, *Nancy Foster*, and *McArthur*, the program could have utilized a total of 421 days at sea. If additional resources would be available, the program would take greater advantage of NOAA platforms.

Disposition: *Continue*

Considerable time and effort was spent designing the 10-year requirement for small boats and the long range facilities and exhibits plan (also a ten-year plan that has been updated biannually). The time needed on aircraft or ships is directly linked to site needs for monitoring and research. While the NMSP is not able to fully meet all these needs, they are justified and the performance measure should not be changed. It helps demonstrate that sustained funding is required to meet the projected infrastructure needs of the NMSP.

17. By 2010, five new collaborative projects with either new or existing international partnerships will be initiated and demonstrating protection of the marine environment

FY06 Target: 1 project

Overall Target: 5 projects by 2010

Current Status: 1 project; on track

Background:

The target for 2006 was one new collaborative project demonstrating protection of the marine environment. The NMSP has met that target by installing mooring buoys in the Galapagos National Park and Marine Reserve (GNP). FKNMS staff traveled to the Galapagos and installed seven mooring buoys in various locations in the Galapagos; these were the first ever such buoys installed there. The NMSP provided all the tools and training for GNP staff to be able to install more mooring buoys in the future themselves.

Discussion:

International projects may be led primarily by NMSP Headquarters, a region, or an individual site. The NMSP did not have an extensive budget for international activities in FY06. This project, however, was able to occur because of dedicated Galapagos funding from FY05. That funding has been exhausted and FY07 funds for international activities do not look promising. Lack of funding may therefore imperil future attainment of this PPM.

Disposition: *Continue*

The NMSP International Program explores new management approaches to improve global marine resource protection while achieving one of the National Marine Sanctuary Program's main purposes, to cooperate globally with other marine protected area programs. Our international partnerships help build better technical and MPA management capacity in sanctuary staff and in our colleagues throughout the world. Despite concerns about funding, this PPM should remain.

18. By 2006, all national marine sanctuaries (excluding Monitor NMS) will be trained in the use of Sanctuaries Hazardous Incident Emergency Logistics Database System (SHIELDS) and its components (e.g., Resources and UnderSea Threats database (RUST))

FY06 Target: 14 sites

Overall Target: 14 sites by 2006

Current Status: 8 sites; late

Background:

OCNMS, CBNMS, GFNMS, MBNMS, CINMS and FKNMS staff have been fully trained in the use of SHIELDS and its components. Additional site training for key staff at FGBNMS and NWHIMNM was completed in FY05 during the Resource Protection Meeting held in Washington, DC. All site managers were given a comprehensive overview of SHIELDS and its components in FY05. Only five remaining sites require training.

Discussion:

Significant training was incorporated during preparations for Safe Sanctuary/Safe Seas drills in 2005-2006, although budgetary restrictions on travel and contractor funds prevented comprehensive on-site training during FY06. Increased demands on key training personnel from other program priorities also limited SHIELDS training opportunities in FY05/06. Plans were made to complete abbreviated training in January 2007 through the Maritime Heritage Program's annual meeting; however, the meeting was cancelled due to budget constraints under the continuing resolution. Development of a training CD followed up with teleconference training is currently being evaluated. In addition, the issue of staff turnover needs to be addressed to ensure that sites with staff that is currently trained do not lose that capacity.

Disposition: *Modify*

The training of the sanctuary staff in the use of SHIELDS and its components is key to incident response in protecting sanctuary resources. Alternative training methods are being evaluated to ensure the measure's successful implementation; however, it will not likely be completed by the end of 2007 due to the predicted yearlong continuing resolution. The year of completion for this PPM should be postponed to 2008.

19. By 2010, 100% of sanctuaries will have an ocean observing system component within their site monitoring program

FY06 Target: 4 sites

Overall Target: 13 sites by 2010

Current Status: 13 sites; ahead of schedule

Background:

The only site that does not currently use at least one type of ocean observing system in their site monitoring program is the Hawaiian Islands Humpback Whale National Marine Sanctuary. All other sites have already achieved the goals of this measure. The ocean observing system component of six of the thirteen sites containing one is funded by the NMSP in part or in whole. The remaining sites have ocean observing systems funded by other entities, such as research organizations or other offices within NOAA.

Discussion:

It should be noted that, even though the NMSP is actively pursuing the use of observing systems within their monitoring programs, most of the systems currently in use have been developed and are operated by our partners. Therefore, we may have little control over their future. The information used for reporting on this measure was collected following the protocol outlined in the tracking plan.

Disposition: *Replace*

The final target for 2010 has already been surpassed in 2006. This performance measure is not challenging for the NMSP anymore; it is considered complete and will be replaced. The new measure should include a broad range of monitoring efforts, such as SWiM reports, in addition to ocean observance systems. In addition, the new measure should focus on monitoring efforts directly undertaken by the NMSP as well as efforts to influence adequate monitoring from other entities. The new measure will be “by 2017, all sanctuaries will have monitoring programs with observing systems that adequately track the status and trends of sanctuary resource conditions”.